

THE CHILD

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**ORGANIZED LABOR
AND CHILDREN**

**EDUCATIONAL OPPORTUNITIES
FOR MIGRANT CHILDREN**

UNITED STATES
DEPARTMENT OF LABOR
CHILDREN'S BUREAU



THE CHILD

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UNITED STATES
DEPARTMENT OF LABOR
FRANCES PERKINS, *Secretary*



CHILDREN'S BUREAU
KATHARINE F. LENROOT, *Chief*

GENERAL CHILD WELFARE

Organized Labor and Children¹

By KATHARINE F. LENROOT
Chief, U. S. Children's Bureau

In Stuart Chase's new book, *Democracy Under Pressure*,² he quotes (p. 70) from an article by J. Raymond Walsh of the research department of the Congress of Industrial Organizations, as follows:

I believe the greatest single object of organized labor should be graduation from the purely pressure-group approach to problems of hours and wages, prices, and working conditions, to one of national leadership in the welfare of this country.³

There are 41,550,000 children and youth in this country under the age of 18 years. They have no vote and no voice in public affairs. The kind of homes in which they live, the health protection they receive, the schools they attend, the patterns of association and behavior they establish, are determined by adults—parents, teachers, friends, voters, contributors to community funds, and those responsible for the professional services which are involved in the Nation's greatest and most important undertaking—the rearing of a new generation.

Children cannot form a pressure group. But to people who care, the pressure of their wants and needs is more compelling than any other pressure. To translate this concern for individual children into social policies promoting the health, well-being, and opportunity of all children requires organized effort. The interests of children should receive support from all groups in the population organized for purposes which include the molding of public policy. Since children cannot themselves be a pressure group, they should receive support from all pressure groups, for in promoting the welfare of all children regardless of the occupation, economic interests, race, or creed of their parents, we are safeguarding the welfare of the whole Nation.

Some 14,000,000 Americans are members of

labor organizations, the great majority in the two major bodies—the American Federation of Labor and the Congress of Industrial Organizations. Substantial numbers are enrolled in the Railroad Brotherhoods, the United Mine Workers, and other independent organizations. Stuart Chase estimates that about 30 percent of all workers whose occupations would make them eligible for union membership are now enrolled as members. Organized labor is at its greatest strength in the history of the country. In addition to members of unions, wives of members organized in auxiliaries are beginning to exercise considerable influence.

Labor has consistently served as a pressure group for children, and in the course of years has broadened its interests and outlook to cover many aspects of child life. In many respects, however, labor's concern for children is still expressed in tentative and experimental ways, which will probably be much further developed within the next few years.

National measures in behalf of children to which organized labor throughout the years has given important and frequently dominant support include the establishment and extension of free schools, the regulation of child labor, the establishment of the Federal Children's Bureau, and the passage of the Social Security Act with its important provisions for family security and maternal and child welfare.

During the war period very significant local developments have taken place under the leadership of the National C.I.O. War Relief Committee, and the Labor League for Human Rights (A. F. of L.), working in cooperation with Community Chests and Councils, Inc.

What are some of the major problems affecting children and youth to which the American people must direct their attention, now and in the immediate post-war period?

They have to do with problems of family support—the basic income available to families, the special problems of migrant families, the

¹Presented at Institute for Religious Studies, Jewish Theological Seminary, New York, February 13, 1945.

²Published by Twentieth Century Fund, New York, 1945. 142 pp.

³Action for Post-War Planning, p. 157. *Antioch Review*, Summer 1943, Vol. 3, No. 2.

income available to incomplete or disrupted families—a group greatly augmented by war pressures and war casualties.

They have to do with child labor—the age group 14 to 19 has furnished a greater addition to the labor force than any other age group; some 3 million boys and girls 14 to 18 years of age are now at work, half of them full time and half on a combined school and work schedule.

They have to do with a chance to attend school and with the kind of education schools provide; in 1940 approximately 2 million children 6 to 15 years were not attending school.

They have to do with health protection and with medical care when ill. (Some 40 percent of all registrants for selective service were found to be physically or mentally unfit for military service.)

They have to do with many other aspects of child life—work opportunity when the boy or girl is of suitable age; recreation and leisure-time pursuits, care of children whose mothers are employed, care of children who have lost their parents, juvenile delinquency, getting children out of jail, adoption, child guardianship, illegitimacy, runaway children.

They have to do with assuring equal access to opportunities and services to children of all racial groups.

They have to do above all—and this is a matter of special concern for churches and church leaders—with the basic question for America, the meaning and values attached to life, to personal freedom, to joint effort to achieve common ends, to the disciplines and values inherent in personal growth and capacity for social living, matters inherent in America's heritage and determining America's future.

The children with whom we are concerned are the children of workers, of farmers, of business and professional men, of the self-employed. What do the history of organized labor's concern for children and its present programs hold of promise for the cause of childhood?

That great student of labor history, John R. Commons, lists education as one of the two chief concerns of the first organized-labor movements in the United States, which became active about 120 years ago. The voice of labor has been consistently lifted in support of free schools and universal educational opportunity of both a liberal and a vocational character. The American Federation of Labor was chiefly responsible for the passage during the first World War of the first acts providing Federal aid for vocational education. Organized labor has supported Fed-

eral-aid bills for general elementary and secondary education, and is now advocating before committees of Congress the passage of such a bill.

In testimony presented on January 30, 1945 before the Senate Committee on Education and Labor, on S-181, Federal Aid to Education, Kermit Eby, Director of the C.I.O. Department of Education and Research, said in part:

Our support of these Federal aid to education bills is consistent with labor's historic support of free public education. As early as 1825, when the first political party of workers was set up in Philadelphia, the establishment of free public schools was a prominent plank in the party's platform. . . . And all historians in the field of education agree that it was the workers' organizations which gave continued aid to Horace Mann and other pioneers of public education.

Before the formation of the C.I.O., our brother labor organization, the American Federation of Labor, consistently tried to secure better schools, properly trained and paid teachers, and Federal support to equalize educational opportunity, especially in the interest of the poorer States.

The labor movement led the way to establishing vocational education, and each convention of both the C.I.O. and the A. F. of L. has expressed continued concern through resolutions supporting education.

Free schools are of no avail if child labor robs the child of his chance to attend school. Many thousands of children in families of migrant agricultural laborers, even today, are denied their chance.

The American Federation of Labor since its organization has worked for the prohibition of child labor. As long ago as 1888, the Federation was urging a constitutional amendment to prohibit the employment of children under 14 in workshops, mines, and factories. In 1917 it demanded still higher standards by adopting the resolution, "That the American Federation of Labor is unalterably opposed to the employment of children under 16 years of age." The Federation has led in the fight for legislation, both Federal and State, to prevent the exploitation of child life for private gain. It supported the Palmer-Owen bill before Congress in 1914, the first Federal child-labor law, passed in 1916 and declared unconstitutional in 1918, and the Federal Child Labor Tax law, enacted in 1919. When that law was declared unconstitutional in 1922, the Federation entered the fight for a constitutional amendment placing beyond dispute the power of Congress to act in this field. It was the President of the American Federation of Labor who headed the Permanent Conference for the Abolition of Child Labor, composed of more than 20 national organizations, which worked for favorable consideration by Congress of a child-labor amendment. When the amendment was submitted to the States in 1924, the Federation began and con-

tinued its active work for ratification. To date 28 States have ratified the amendment. Eight additional ratifications are needed before the amendment can become part of the Constitution.

The American Federation of Labor has also supported the child-labor provisions of the Fair Labor Standards Act of 1938.

Not only the A. F. of L. and the C.I.O. but also the Railroad Brotherhoods and other labor organizations have consistently supported measures for the elimination of child labor and for educational opportunity.

Since 1934 the Secretary of Labor has called together annually a National Conference on Labor Legislation, composed of State labor officials and representatives of organized labor in the States. In 1940 the Conference requested that a small committee be appointed to review the problems of education and training in relation to the welfare of wage earners and their families. In accordance with this request the committee on education and training was appointed, and reported to the eighth conference, in November 1941. This report was approved unanimously by the Conference. One of the recommendations of the committee dealt with the participation of labor in the planning and administration of educational programs. Organized labor, the Conference recommended, should "be given representation on an equal basis with other elements in the community in the planning of education programs through membership on boards of education, on advisory committees, and on other policy-making bodies." Studies of the composition of local boards of education have shown only very small percentages (some 3 or 4 percent) from the ranks of organized labor.⁴

The resolutions of both the American Federation of Labor and the Congress of Industrial Organizations, adopted in their 1944 conventions, reveal the wide range of labor's support of measures for the better health, education, and well-being of children and youth. The American Federation of Labor, for example, urged a comprehensive program of educational reconstruction which would adapt our educational system to the needs of post-war society. It endorsed the principle of Federal aid for elementary and secondary education. The report of the Executive Council on Federal Aid, adopted by the Convention, contained the following statement:

The Nation should thank God for the foresight and perseverance of Samuel Gompers, who battled, often against overwhelming opposition, to secure Federal aid for vocational and technical education under the Smith-

⁴Labor and Education, pp. 3-4. Publication No. 99. Congress of Industrial Organizations, Washington, 1944.

Hughes Act during World War I. Organized labor today is equally emphatic in its demand for Federal aid to equalize educational opportunities so that every child in the Nation may be prepared to render the best possible service to his country in peace or in war—whether his place of birth happens to be in the poorest district of the poorest State or in the richest district of the richest State.

The 1944 Convention of the American Federation of Labor made a part of the official proceedings of the convention and referred to the permanent committee on education for further study a statement, "In Behalf of Youth," submitted by the Children's Bureau to President Green. This statement dealt with the principles which should govern public policy with regard to children and youth, and more intensively with the problems of child labor and youth employment in the reconversion period, and the urgent need for a Nation-wide program of health protection for mothers and children.

The Congress of Industrial Organizations, at its 1944 convention, adopted resolutions supporting programs for maternal and child health, school lunches, Federal aid to education, youth security, and the health and safety of young workers. In its resolution on maternal and child health, the C.I.O. declared "the right of all mothers and children, whatever their race, residence, or family income, to all diagnostic and curative medical services they need for good health." As a first step toward supplying this care now, it was recommended that the C.I.O. "work for an expansion of the maternal and child-health and crippled children's programs under the Social Security Act which will make available at public expense whatever medical services are needed to assure the good health of all our mothers and children." The resolution on youth security (No. 31) I quote in full:

Whereas, (1) Post-war employment, education, and security are a major concern of young people as well as of labor, industry, and government, and according to current estimates about 5 million men and women in the armed forces who will be demobilized will be under 22 and 2 million under 21; and—

(2) The number of teen-age workers in industries and in the Army has expanded by 2½ millions, and over 500,000 more 14- to 19-year-old girls are employed in industry now than in normal times—the largest single increase in the Nation's total labor force coming from among youth of teen age; and—

(3) Special measures must be worked out to (a) absorb into peacetime employment these large numbers of young workers who must work to sustain themselves; (b) withdraw from the immediate labor market a large number of young people by giving them the chance to continue some form of schooling, vocational, Government, or other training. Therefore, be it—

RESOLVED, that this C.I.O. convention go on record for: (1) A broad Government program for training and

retraining young workers in new vocations or at higher skills to be put into operation during the reconversion period;

(2) The participation of labor, industry, and Government in reestablishing and strengthening all Federal and State laws protecting the work standards governing young workers and young women workers in particular;

(3) A program of Federal and State aid to education, assuring an opportunity for young workers now in industry, who qualify for entry into college, to do so;

(4) The establishment of strict controls over work of minors, and the strict enforcement of existing laws and the enactment of new State legislation to secure the full abolition of child labor below 16 years of age;

(5) The establishment of a permanent National Youth Service Administration that shall serve as a coordinating agency in solution of reconversion and post-war problems of youth.

One of the most significant developments of the war has been labor's growing awareness of its responsibilities for community planning and the development of community services. This interest in health and welfare programs on the part of the A. F. of L. is represented by the Labor League of Human Rights, which employs a Director of Community Services, Paul Millane. The purposes of the league are to inform labor about the services provided by social agencies; to stimulate greater use of these services by labor; to encourage participation of labor in social planning; and to provide for the extension of health and welfare services so that the needs of the community are better served. The league has 22 regional directors and regional offices, which by the fall of 1944 had assisted in the establishment of 197 local labor-participation committees and 11 State committees.

Established in 1941 for similar purposes, the National C.I.O. War Relief Committee promotes financial support of worthy community welfare and health agencies, labor representation on governing boards and working committees, and interpretation of community services and of workers' needs. The Community Services Division, headed by Robert L. Kinney, was established in January 1944 to develop year-around relationships between C.I.O. unions and welfare agencies for the purpose of (a) interpreting existing community services to union members; (b) interpreting the problems and point of view of workers and their unions to welfare agencies; and (c) developing machinery at the local and National levels through which workers may better utilize existing welfare services and bring about the strengthening and extension of such services in areas where they are inadequate. At a joint conference of representatives of the National C.I.O. War Relief Committee, the Labor League for Human Rights, the A. F. of L., and Community

Chests and Councils, Inc., in September 1943, a "Joint Suggestion for Labor Participation in Domestic Social Welfare and Health Work" was drafted. This recommended that councils of social agencies establish within their own machinery labor-participation committees to interpret labor's needs and point of view to councils and their affiliated agencies and planning committees, to interpret the programs and services of the councils and their agencies to unions, and to develop labor leadership for participation on welfare agency boards and committees.

A memorandum entitled, "A Partial Listing of Union Activities in the Health and Welfare Field on Matters Other than Fund Raising," prepared by the National C.I.O. War Relief Committee in September 1944, listed the activities under the following headings: Union counseling, information, and referral services; the health field; the recreation field; the child-care and youth field; education for union-social-work cooperation; union personnel in agencies on non-fund-raising year-round jobs; the housing field; and community-services committees and labor-participation committees. An example of the first type of activity, union counseling, information, and referral services, is the Camden (N. J.) Union Organization of Social Services, originally centered about referral work and guidance for juvenile delinquents. The organization was admitted recently to the Community Chest. C.I.O. committees have joined with other community groups to establish teen-age recreation centers. In a number of cities C.I.O. unions have set up child-care committees, or have joined with other groups in working on problems of child care of children whose mothers are employed. Some unions have surveyed the need for nursery and day-care centers and have publicized facilities available to union members. In a few places unions run their own child-care centers. The labor press has carried a great many articles on the child-care situation. Unions have also worked with social agencies to make summer camping available to the children of their members.

Locally, responsibility for these activities under the C.I.O. is sponsored by two kinds of community committees: The first is a C.I.O. Community Services Committee appointed by the local Industrial Union Council to serve as a coordinating body for activities of all C.I.O. unions in the health and welfare field. In September 1944 such committees existed in some 60 cities; and labor-participation committees in councils of social agencies, usually having equal representation from the C.I.O. and the A. F. of L. and the social-work field, were in existence in some 30 cities.

In a few cities, as Detroit, Cleveland, and Columbus, councils of social agencies employ special liaison staff members to work with the labor liaison staff and the unions.

In a statement made to the welfare committee of the Office of Community War Services, Federal Security Agency, the Director of the C.I.O. Community Services Division said:

On the whole, the policy of the war relief committee is to discourage the institution of union-sponsored welfare services where they may duplicate existing effective or potentially effective community-wide services. Labor for many years has been isolated from the community and the community from labor. The committee is interested not only in building better unions but better communities.

The aims of organized labor for children and youth, with respect both to National and local policies and programs, are in general the same as the aims of the churches. Prominent among the social-action programs of both Christian and Jewish religious bodies have been: Support of educational opportunity; elimination of child labor; the establishment of the Federal Children's Bureau; opportunities for children of migrant families; opportunities for all children, whatever their race, creed, or national origin. The church, which serves all people regardless of economic or occupational interests, has very special responsibilities for the building of communities where children and youth may be assured the safeguards and the opportunities which are essential to their health and growth. Church people have a vital stake in community planning and in the policies and administration of health, educational, and social welfare and other community services, as well as in the programs of the Federal Government and of the States in furthering security and opportunity for all.

In considering some of the major issues which will be before the people of this country in the period immediately following V-E Day and in the years to come, the question of the basic values which underlie individual action and social policy are especially the concern of religion, which by definition should be an influence binding together diverse interests and points of view. The problems of choice between two goods is always more baffling than the choice between good and evil. Many a mother has to choose between devoting her time to her home and her children, and gainful employment which may bring the family income up to a level where the basic family needs may be decently met, but may be costly in terms of the nurture and supervision of her children. It is easy to see that when mothers, for National interest or family support, have to work, the com-

munity has a responsibility to make good care available to their children. Probably we would all agree that in a free country a mother has a right to make up her own mind, in consultation with the father and other members of the family, as to whether she will seek gainful employment. At the same time that we hold to the principle of freedom of choice we must see that the choice is really free, that social policy as expressed through such programs as social security, aid to dependent children, and community services, places as much value upon the mother's devotion of her time and strength to the care of children as it places upon wage-earning. We must see that child-care services do not become a substitute for economic policies that make it possible for a father to earn a reasonable livelihood for his family without the mother's needing to be employed, or for provision of substitutes for father's earnings when death, disability, or other cause removes them as an element in family support.

Consideration of these problems, which involve not only the time which a mother can devote to her children, but the time allowed by fathers for companionship with their sons and daughters, should be a responsibility of both church groups and labor groups, as well as of public officials and private agencies responsible for community services.

Comparable problems face young people as they reach working age. We are becoming increasingly convinced of the importance of postponing entrance into full-time employment until an education fully suited to the youth's capacities has been obtained. But we are still uncertain as to the ways in which society may have to supplement family earnings if education is to be really available to all promising youth.

The task ahead of labor in this country with reference to children relates to the extension of public services so that children everywhere may be assured access to all those services and facilities that are necessary for their health, education, growth, and development. In setting our objectives for children we must not forget that the basic problem of an adequate level for family support is an objective directly within the field of organized labor. It must not be thought that our goals for children can be achieved through action by the Federal Government alone. The development within recent years of the A. F. of L. and C.I.O. organizations for encouraging the participation of labor in community planning and community services is a most promising sign of the recognition by labor of their responsibility for community as well as National action. More than any other unit of government, the State is entrusted with basic responsibilities for the

protection of children and the provision of opportunities for their health, education, and advancement. It is to be hoped that similar effective relationships can be developed between State bodies representing organized labor, departments of State government, and State-wide agencies to that which has already been achieved in many communities through labor-participation committees. Support of State legislation as well as improvement in State service is a matter of urgent importance. One of the measures now pending in a number of States is raising the minimum age of admission to gainful employment under State law during hours when school is in session to

16 years, with a basic minimum of 16 years for employment at any time in manufacturing occupations.

Above all, we must have in this country on the part of all groups the concern for the welfare of all the people which has been expressed in some of the statements of organized labor with reference to children and youth which I have cited. As children have led us in the past to more decent and humane policies for all age groups, so they should lead us to the daily practice of our conviction that none of us can know security and freedom unless both security and freedom are available to all.

A limited supply of reprints of this article will be available from the Children's Bureau, Washington 25, D. C.

Secretary of Labor's Recommendations Concerning Services for Children

We cannot safeguard children nor provide for them the security and opportunity which their welfare and growth require unless we begin with the family, says the thirty-second annual report of the Secretary of Labor, issued January 1945, in the section on the Children's Bureau. Recommending development and expansion of a number of special services for children in the reconversion and post-war periods, the report goes on to say that beyond these special services public and private policy should be directed toward the goals for family life adopted by the National Commission on Children in Wartime. One of the goals listed is: "Strengthening and extension of special guidance, counseling, and rehabilitation services particularly needed in reestablishing families disrupted by wartime separations, with due recognition of the spiritual, emotional, and social bases for wholesome family life." Another is: "Housing policies and standards directed toward providing every family with decent housing so planned that necessary health, education, recreation, and welfare facilities and services for children are available."

As peace approaches, thousands of boys and girls who have cut short their schooling to go to work during the war emergency will be demobilized from industry, the report says, and it will be of great importance during the reconversion period to keep out of the labor market children and young persons who should be resuming or continuing their education. Also, if access to edu-

cational opportunity is to be assured to children everywhere in the country, adoption of a policy of Federal aid for general elementary and secondary education is essential, according to the report. That the minimum age for employment during school hours should be raised to 16 years in the States which now have a lower basic minimum age is also recommended.

Pointing to the fact that 40 percent of the men examined for service in the armed forces were rejected, the report recommends enactment of legislation, separately or as part of an inclusive National health program, providing Federal aid to the States to enable them to expand existing health services and provide additional services. The additional services would be for maternity care and for health supervision and medical care of children from birth through adolescence, making such services available in every county or other local administrative unit in the United States.

Long-existing problems which have been scarcely touched during the war period—some of them intensified by wartime conditions—and which will require special consideration afterward, says the report, include the needs of the mentally handicapped child, the child with behavior problems, the child in jail, and the child without supervision because his mother works. Urging extension and improvement of State and local child-welfare programs, the report says that social services for children should be part of every local public welfare program.

YOUNG WORKERS IN WARTIME

Ways of Extending Educational Opportunities to Migrant Children¹

By WALTER H. GAUMNITZ, Ph.D.

Specialist in Rural Education Problems, U. S. Office of Education

NOTE.—Dr. Gaumnitz worked with the Children's Bureau in 1941 on the study, "The Work and Welfare of Children of Agricultural Laborers in Hidalgo County, Texas." He served as consultant, also, in the analysis and presentation of the educational material in the report.

In the present article he offers some suggestions for ways and means of providing more adequate educational opportunities to the children of families who follow the crops.

Nearly a million children between 6 and 16 years of age move annually from one school district to another while they and their families do seasonal work in the crops. Vast numbers of these children go to school only a month or two during the school year and many do not go at all.

Certain immediate steps should be taken toward educating the children in these families. Since many of the families move across State lines, the task of educating their children is not limited to what individual States can do. Some additions will probably be necessary to the basic Federal laws in order to provide financial assistance and administrative machinery for coping with problems in which two or more States are concerned. Moreover, the whole subject is bound up with the problem of child labor, and therefore any sound solution must depend in part upon the existence and enforcement of sound State and National labor laws.

Also, certain changes need to be made in the organization of school systems. The following may serve as bases for discussion.

1. Emergency schools for migrants

California has established by law emergency schools for migrants, and has provided for emergency teachers and for transportation of children, or cost of board and room in lieu of transportation. The schools are equipped and maintained by the counties, with the help of the State, which

pays, in addition to the regular annual grant of \$30 per elementary-school pupil in average daily attendance, half the amount apportioned to the elementary-school districts on account of special schools and classes for the children of migratory laborers, but not to exceed \$75 per calendar month per teacher employed in such special schools.

Such schools provide some educational opportunity for the migratory child among others of his own kind, and therefore he is often better able to learn, because he does not feel unwelcome, as he sometimes does when placed temporarily in regular schools.

Under this law also some part-time schools have been set up in labor camps. They provide some educational opportunity, but children who have been working part of the day are often too tired to learn.

2. Flexibility of school term and school day

Special short-term slack-season schools might be set up for children who remain fixed a part of the year. Such schools should be convened without regard to the usual term. Also, for children who work in the crops, a daily school schedule should be arranged, beginning an hour or two earlier than the usual time of 9 o'clock and stopping at 12 or 1 o'clock instead of 3:30. This would afford both an educational opportunity and an uninterrupted period for work. This might make a strenuous day for the child, but otherwise he would probably work an even longer day and without the benefit of a half day in school.

3. Improved methods of instruction

Certain improvements in present methods of instruction would be helpful; for example, ungraded rooms, smaller classes, and greater emphasis on individual instruction. Much could be done by breaking the curriculum into a relatively large number of independent units of instruction, or projects, and providing that definite small units might be completed by migratory children in one school and new ones undertaken in the next. If

¹Based on "Problems of School Organization Resulting From Migration," an article by Dr. Gaumnitz which is to appear as section 3 of chapter 2 in "American Education in the Postwar Period: Part 2, Structural Organization." Forty-Fourth Yearbook of the National Society for the Study of Education. (In press.)

the units could be arranged so as not to necessitate a fixed sequence, such planning would facilitate the progress of these children.

4. Improved program of child accounting

Child accounting could be improved by making it a State-wide function, with a supervisor in charge and a master file of cumulative record cards set up in the State department of education. These cards should contain the complete school history of every child from the time he is placed on the school-census list until he reaches the end of his compulsory school-attendance period. When a child leaves a school district he should be given an official release card, and a notice should be sent to the district where he expects to go. This notice should indicate the child's educational and labor status and state when and where he was last in school. A copy should go to the State office. The child and his parents then become the responsibility of the State child-accounting officer until he has entered another school or furnished acceptable reasons for delay in reenrollment. When a child has reenrolled, a copy of his complete record should go to the new school so as to provide his teacher with reliable information on all points necessary for a complete understanding of the child and his educational needs. This accounting program should not be limited to the intrastate movement of the child, but should follow him across State borders.

5. Improvement and enforcement of compulsory school-attendance laws

School-attendance laws, as well as child-labor laws, should be reconsidered in all States with a view to getting migratory children into school wherever they are. Enforcement should be closely integrated with whatever improved programs of child accounting and home and school visiting may be developed. Employment of sufficient and well-trained staff by State, county, and district school systems would be necessary.

6. State aid

The basis for allotting State aid needs to be changed from the school census to a more equitable one, such as average daily attendance. Such aid should pay for educating migratory children, not merely for the appearance of their names on the school enrollment. Since irregular attendance, retardation, pupil adjustment, elastic teacher supply,

and space provisions make for higher costs in educating migrant children, consideration should be given, in States having problems of a migratory population, to the establishment of some form of special financial aid in such an amount as to encourage the receiving districts to make the special effort necessary to overcome the increased difficulties involved in educating migrants.

7. Federal aid

Any plan for Federal aid to equalize educational opportunities between the States should include a proviso that would recognize the educational and financial problems involved in the movement of school-age children across State boundaries. Such a plan should provide (a) for necessary adjustments in the allotments of Federal aid made on the basis of numbers of children on the rolls the previous year, which for some States in certain years obviously would involve large sums; and (b) for special supplementary Federal grants to offset most of the increased costs entailed in the proper education of migratory children.

8. Interstate and intrastate conferences and agreements

One of the first things to do is to call conferences of local, county, and State school administrators to effect agreements essential to improvement of education for migrant children, such as agreements on enforcement of school-attendance and child-labor laws. Surveys should be made to determine the number, types, movements, activities, status, and peculiar educational needs of the migrants in any given area. The Federal Government might take the lead in bringing about such action and help to negotiate and effect agreements between States.

In conclusion, the importance of uniting smaller school districts into larger ones for administrative purposes should be mentioned. Fewer boundaries would mean fewer children moving from one jurisdiction to another. Moreover, larger districts would make it easier to employ the professional staff necessary to provide such special services as those named, as well as medical examinations and treatment, special attention for maladjusted children, and vocational guidance.

While all the suggested changes might not be made at the same time, they could be done piecemeal, or combined to meet local conditions.

NOTES

The power of the Wage-Hour Administration to prohibit industrial homework in the embroidery industry as a necessary condition for maintaining a 40-cent minimum hourly wage under the Fair Labor Standards Act has been upheld by the United States Supreme Court in a seven-to-two decision February 26, 1945. (*Gemsco et al. v. Walling*)

This is a long step forward in the protection of children from industrial homework.

At its meeting in Utica, N. Y., on November 5, 1944, the New York State Bowling Proprietors Association unanimously adopted the following resolution: " * * * the New York State Bowling Proprietors Association does hereby resolve to obey all present laws pertaining to the employment of minors as pin setters and will not at any future time try to lower present standards, or age limits."

THE LONG ROAD; FORTIETH ANNIVERSARY REPORT (56 pp.) and CHILD MANPOWER—AFTER THREE YEARS OF WAR; ANNUAL REPORT, YEAR ENDING SEPTEMBER 30, 1944 (42 pp.). National Child Labor Committee, New York, 1944.

These two reports give a vivid picture of an organization that for more than a generation has been a strong moral force pressing for the protection of children from harmful employment.

When the National Child Labor Committee was organized in 1904, with Dr. Edgar Gardner Murphy of Alabama as its moving spirit and Dr. Felix Adler as its chairman, it was the only national organization, other than the National Consumers' League, organized in 1899, that was concerned about child-labor evils in this country.

The Long Road carries the reader from 1904, when the organization was launched, through a decade of slow awakening of public opinion to the existence of abuses in child employment, with a few gains accomplished in State legislation, followed by a 20-year period of considerable progress in State standards and ups and downs in attempts to obtain Federal regulation, and then through the upheavals of the past 10 years.

Looking toward the future the report states:

"The war has revealed the weaknesses in the democratic framework of this country as probably nothing else could have done. The high percent of draft rejections for illiteracy, physical and mental disabilities, has shocked a nation that has prided itself on its free educational system and its attention to public health. It can no longer escape the fact that more and better education, more and better health measures are fundamental needs. Keeping children in school until they are at least 16, making it possible for them to receive an education during these years from which they can benefit, providing advanced education for qualified students whose only lack is money, replacing perfunctory health examinations with thoroughgoing health programs in

schools and communities, are clearly measures essential to the future strength and vigor of America."

The Annual Report for the Year Ending September 30, 1944, gives a more detailed account of the committee's activities during the past year, with a picture of "child manpower after 3 years of war." During this year, the report states, the committee "has attempted to cope with the mounting child-labor problems that have developed as a result of the manpower shortage and has also given consideration to building for the post-war years—both to meet the immediate problems with which we will be confronted at the expiration of hostilities, and to develop a long-term program for the employment of children and youth in this country."

A list of the major publications of the Committee is appended to *The Long Road* to illustrate the range and content of the material produced in connection with its work of educating the American public to demand a better life for its children.

E. A. M.

STUDENT WAGE EARNERS IN MINNEAPOLIS, by Margaret E. Andrews, Employment Coordinator, Board of Education, Minneapolis Public Schools, Division of Secondary Education, 1944. 16 pp. Mimeographed.

How the Minneapolis Public Schools are meeting the problem of tired, restless, unprepared students, of absenteeism, and of drop-outs of those who can not manage both school and job is told in this report prepared by the employment coordinator.

In the fall of 1943 the Minneapolis schools initiated a threefold plan of action: First, by means of questionnaires answered by students in the senior high schools, information was obtained on the students that were working and the conditions under which the work was done. Second, the conditions of employment were appraised in terms of the standards for part-time employment issued jointly by the War Manpower Commission, the United States Office of Education, and the Children's Bureau. Third, follow-up interviews were held by the employment coordinator with students who were found to be working under conditions contrary to these recommended standards, and with their employers, for the purpose of working out the needed adjustment in the student's job schedule.

The coordinator's report gives a detailed analysis of the findings of the questionnaire survey, covering such factors as age and sex distribution of employed students, daily and weekly hours of work, occupations, hourly and weekly earnings, the manner in which the students obtained their jobs, and whether or not they were satisfied with them. Communities confronted with similar problems will find this analysis of considerable aid in planning surveys and in analyzing their findings. When planning their follow-up programs, they will find particularly heartening the statement that most of the students were willing to adjust their job schedules or to change jobs when advised to, and that nearly 100 percent of the employers were willing to make the necessary adjustments.

The employment coordinator concludes her report with a list of sound recommendations for the development of further follow-up procedures and for the expansion of the Minneapolis program to include students in the junior high schools. She recommends that material on standards for student employment be included in some required social-science course in high school or junior high school.

Each young man who completes his school work and starts looking for a job has a better chance than his dad did. . . . The young fellow knows more than his dad did. The world is doing more in scores of entirely new fields. Naturally, he'll find his place in the picture.—Charles F. Kettering.

SAFEGUARDING THE HEALTH OF MOTHERS AND CHILDREN

May Day-Child Health Day 1945 will give special recognition to birth registration and will be sponsored jointly by the Children's Bureau and the Bureau of the Census.

The Association of State and Territorial Health Officers will meet in conference with the Children's Bureau April 12, 1945, to discuss administration of the maternal and child-health and crippled children's programs under the Social Security Act.

"A Healthy Family in a Healthy Home" will be the special objective of the thirty-first observance of National Negro Health Week, April 1-8, 1945. For further information write National Negro Health Week Committee, United States Public Health Service, Washington 14, D. C.

A small conference on dental care for children was held at the Children's Bureau February 22-23, 1945. Among the topics discussed were

research in prevention of dental diseases among children, development of a program of dental care for children, and training of personnel for children's dentistry.

ALL ABOUT FEEDING CHILDREN, by Milton J. E. Senn, M.D., and Phyllis Krafft Newill. Doubleday, Doran & Co., Garden City, N. Y., 1944. 269 pp. \$2.50.

A professor of pediatrics in psychiatry and the author of a general cookbook have collaborated in the writing of this manual for parents. The aim of the authors is to provide a "useful supplement to the advice of an attending physician, relieving him of the necessity for giving individual, time-consuming verbal instructions on food preparation." Starting with dietary advice for the mother so that she can nurse her baby successfully, the chapters take up in detail food needs and eating behavior from birth to school age and touch briefly on these same topics as related to older children. The general plan for introducing foods into the diet of the infant and the young child is accompanied by explicit instructions for preparing individual foods and their service in the form of meals. The style of writing is conversational but never condescending. An excellent index facilitates reference to the book for information on specific points.

SOCIAL SERVICES FOR CHILDREN

The first annual report of the Child-Guidance Center of the Mississippi State Board of Health has been made jointly by the psychiatrist, the psychologist, and the psychiatric social worker of the center. The child-guidance center was added to the services provided by the Mississippi State Board of Health, September 1, 1943, with the establishment of a single center at Jackson, modeled after the Judge Baker Guidance Center in Boston. Since then mobile centers have been set up in seven additional localities. Copies of the report, which covers the period September 1, 1943, to September 30, 1944, may be obtained from the State Board of Health, Jackson, Miss.

The changing pattern of health and welfare services during our transformation from a Nation at peace to one at war may be observed in the figures shown in the social-statistics supplement to *The Child* for October 1944, which is entitled, *Changes in Volume of Health and Welfare Services, 1940-42*. Single copies of this 22-page bulletin may be had from the Children's Bureau, Washington 25, D. C.

ABOUT FOSTER CHILDREN; suggestions to nurses and social workers for helping foster parents (Child Guidance Pamphlet No. 16, 27 pp., single copies 25 cents) and TO FOSTER PARENTS; this is your foster child (Child Guidance Pamphlet No. 17, 11 pp., single copies 10 cents). Prepared by the New York City Committee on Mental Hygiene and the Bureau of Child Hygiene of the New York City Department of Health. Order from New York City Committee on Mental Hygiene, 105 East Twenty-second Street, New York 10, N. Y.

These two pamphlets, prepared as part of a project in mental-hygiene education made possible by a grant from the Greater New York Fund to the New York City Committee on Mental Hygiene of the State Charities Aid Association, contain much common sense, briefly expressed. *About Foster Children* makes an effort to convey to nurses and social workers some of the understanding of family-child relationships that is needed for successful placement of a child in a foster-family home. It discusses psychological problems likely to arise during placement and gives suggestions on ways in which the worker can help the children and the families in their care. *To Foster Parents*, which is planned to be given to foster parents by the worker who is helping them, summarizes some of the suggestions for parents given in the pamphlet. *About Foster Children*. A list of "Recommended Reading" is included in each pamphlet.

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